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AUTHOR	Power, Jane, Ed.
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ABSTRACT

National Education Association (NEA) policy statements on areas of higher education reform are considered in two newsletter issues. The policy statements were drafted by an advisory group of seven NEA members from both two-year and four-year institutions. The advisory group reviewed existing NEA policy and addressed the reform reports of various national commissions from a faculty perspective. The text of the advisory group's report appears in volume 4, number 6. The following areas are covered: academic and intellectual freedom and tenure in higher education; teacher education reform; a proposal to continue and expand NEA programs on school-college partnerships; access, remediation, and retention in higher education; student assessment programs in higher education; faculty evaluation; professional compensation and higher education finances; graduate and professional education; research in higher education; accreditation; curriculum reform; and vocational education. Themes that run through the advisory group's report include: misuse of part-time faculty and academic and intellectual freedom; faculty control of student assessment and the goal of academic integrity; and faculty responsibility for developing faculty evaluation procedures. (SW)

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NEA Higher Education Advocate

For NEA Members in Higher Education

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Higher Education Reform: the NEA Perspective

For the first time in 15 years, NEA is in the midst of a comprehensive renewal of its higher education policies.

The review, notes NEA President Mary Hatwood Futrell, addresses the new issues and concerns raised by a series of recent national reports on higher education reform.

Last month, in a major action, the NEA Executive Committee endorsed 14 new NEA policy statements—and related program recommendations—on higher education issues.

The statements, on topics ranging from academic freedom to professional education, came from an advisory group of seven NEA members in higher education—from both two- and four-year institutions. Named last April by NEA President Mary Hatwood Futrell, the group was chaired by James M. Davenport of Washtenaw Community College in Michigan. Davenport also chairs NEA's Standing Committee on Higher Education.

The advisory group reviewed existing NEA policy and addressed the reform reports of various national commissions from a faculty perspective.

Although faculty are central to the education enterprise on U.S. campuses, Davenport notes, none of the recent nationally acclaimed higher education reform reports really offers ways to give faculty the resources necessary to improve the overall educational program.

"If class sizes are reduced, if we are given adequate support, including sabbaticals and modern lab equipment, and if salaries are increased to attract and retain the better faculty," Davenport says, "then we will certainly see improvements."

Several themes run through the group's report:

- Misuse and abuse of part-time faculty threaten academic and intellectual freedom, the financial status of full-time faculty, and the quality of the educational program.
- Faculty must continue to control assessment of students if academic integrity is to remain a goal of higher education.
- Because increased costs to students reduce access to educational opportunity, free public education from kindergarten through graduate school should be the goal of American society.
- The reform of teacher education is an issue for all sectors of the academic community, and teachers and professors should work more closely together to promote their educational and political agendas.
- Faculty should exercise primary responsibility for developing faculty evaluation procedures.
- Collective bargaining should be used to promote collegiality and faculty participation in academic governance.

NEA President Futrell, who recently served on the Commission on the Role and Future of State Colleges and Universities, feels the new NEA statements break new ground for the higher education reform movement.

"Above all," Futrell notes, "this report reminds us that public school and college faculties have much in common and need to find ways to work together for their and their students' benefit."

The seven-member NEA advisory group included (besides Davenport) Ann Shadwick, California Faculty Association; David Rubiales, California Community College Association; Ken Hayes, Associated Faculty of the University of Maine; Arlyn Diamond, Massachusetts Society of Professors; Roy Weatherford, United Faculty of Florida; and Daria Winter, District of Columbia Faculty Association-NEA.

The text of the advisory group's report will appear next month as a special edition of the *NEA Advocate*. The report will also be discussed at the NEA Higher Education Conference in New Orleans March 6 to 8. (See inside for registration details.)

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Editor: Jane Power

INSIDE NEA

Reform Without Recrimination

At the University of Maine bargaining table, the good news is that both sides are working in good faith to reach an agreement that will improve education. The bad news is that even with the best will in the world, the process is still a slow one.

The bargaining team of the NEA-affiliated Associated Faculty of the University of Maine is working on a two-year contract to take effect next June 30. It's the issues, not the attitudes, that are slowing the process down, AFUM Chief Negotiator Ruth Nadelhaft told Advocate *editor Jane Power in a recent interview.*

Q. What has created the amicable bargaining climate in Maine?

A. We've been fortunate that the urge to improve the state university system in salary schedule and funding hasn't been expressed in a highly critical tone, as it has in some other states.

Probably the most significant factor working for us has been a report from an outside visiting committee that the governor and legislature set up. They wanted a bipartisan, nonpolitical opinion on what the higher education system needed, and they chose good people, from both inside and outside the state, to come up with one.

We owe the speed with which we got negotiations underway to the prestige and respect the document has attained. But at the same time, the slowing in the bargaining process comes from some of the recommendations.

Q. What was in the report?

A. The visiting committee recommended continuing the present seven-campus university system. They emphasized very strongly, though, that the whole system—especially the Orono campus—had been underfunded for a long time. The report showed respect for faculty interests and recommended higher faculty salary levels.

The report was a mandate to significantly improve the whole system, and especially to recognize the particular need of the Orono campus. That means its conclusions will work in favor of our reaching an overall settlement, but they also raise issues that will make it harder for us to negotiate a contract.

Q. How is that?

A. The report singles out Orono because it's a land grant, sea grant, research institution. But our union encompasses the whole state university faculty, and we have to be sure that all are adequately recognized.

If we compare Orono with other land grant institutions, virtually every department, and every faculty member, is significantly behind. That's certainly true. But in the other institutions, the staff would be even further behind.

The problem is that the visiting committee report doesn't compare the other institutions on a straight land-grant basis, while our original bargaining proposal pegged all salaries to the standard set by the National Association of State Universities and Land Grant Colleges. Initially, last July, we proposed a large across-the-board increase the first year of the contract and a salary schedule for the second.

Q. Has this difference created friction at the bargaining table?

A. Nothing serious: I think we have a good climate at the table, as we now have in the system in general. We have a set of top executives who are interested in collaborating—the chancellor and four campus presidents are all new people pledged to work with one another. The state wants to do right by the university. And neither side has any longstanding grievances with the other. It's the complexity of the issues, not any failure of will, that's holding us back at the moment.

Q. What other factors are affecting AFUM's chances for bargaining a good contract?

A. The most basic problem is that the new federal income tax law leaves a state like Maine uncertain about its revenues. Ours is one of the states where personal income tax is pegged to the federal rate, and it may need to be raised. This is a hard fact that hasn't been overtly talked about, but whatever we're discussing, it's always in the back of our minds.

Q. In some places, administrators have seized on the recent drop in the inflation rate as an excuse to say that faculty have been getting increases above the inflation rate and don't need anything more. Why isn't that a problem in Maine?

A. In Maine, we call the early 1970s "the Longley years," after a governor who served one term back then. In those four catastrophic years, the state decreased support for universities by 10 percent—and we hadn't been in very good shape when Gov. Longley was elected.

So the visiting committee wasn't revealing any secrets when it reported that the uni-

versity system has been underfunded for a long time. Current inflation rates are almost of no interest, we're so far behind.

Q. What's the next step, then?

A. During the Longley years, the question was not whether we could absorb the cuts, but how we would survive them. Now we're facing two much less agonizing questions: first, how much money is there? and second, how can we agree on a formula for distribution that will be encouraging and not divisive?

We've seen some states where the distribution of money to the university system drives wedges between faculty members, even between whole departments and institutions. Ours is a small and intimate system, and we have to devise a way to handle this that will move us forward, not divide us.

Q. Is the system facing a shortage of faculty?

A. You may have gotten the idea by now that Maine is out of sync with national trends—they come to us, but in delayed waves. So far, we've had shortages in the engineering faculty, but no general problem, and it's not my impression that a general faculty shortage is coming here.

On the other hand, the new president of the Orono campus, where I teach, has pointed out that the institution has to become more competitive if it's to attract key people. When we advertise a position, we get floods of good people applying—but sometimes we aren't able to recruit them because we don't offer competitive terms. Unless that situation can be corrected through an exemplary contract, higher education reform in Maine will be just a dream that never came true.

RIGHTS

Four faculty at Colorado's Arapahoe Community College were riffed in 1984—and **reinstated** in 1986 when a Denver district court judge upheld their contention that the state board for community colleges and occupational education had illegally delegated riffing authority to the college president. The four faculty, whose suit was funded by the Colorado Education Association's Legal Defense Fund, won back pay and reinstatement.

ASSOCIATION

Fifty NEA state and local staff who provide **service to higher education units** gathered in San Diego in early December for a workshop on higher education reform issues, organizing techniques, and trends in negotiations. Several affiliate officers—and NEA staff from Washington, D.C., and San Francisco—reviewed the recent report of the Advisory Group to the NEA Executive Committee on Reform in Higher Education (see cover story) and reported on the development of NEA's program of services to higher education members. Staff from 18 states attended this third annual meeting.

HUMAN RIGHTS

Under strong pressure from the University of Hawaii Professional Assembly and the other members of the joint student-faculty University of Hawaii Coalition for **Divestment,** the UH Board of Regents has begun selling off its $2.5 million in investments in firms that do business in South Africa. UH President Albert Simone had resisted the move, saying divestment would cause Soviet domination of southern Africa. At UHPA suggestion, U.S. Sen. Dan Inouye wrote the Board urging the divestment move. The Coalition's next target: the state's public employee pension fund, which has some $120 million to divest.

FUNDING

Higher education has an important place in the new $522 million **supplementary education funding proposal** of Washington State Governor Booth Gardner. The $190.2 million slotted for the state's post-secondary institutions should bring them up to between 60 and 80 percent of the funding level of peer institutions by 1989. Of the total, $152 million will go to faculty salaries, $16.1 million to plant and equipment, and $12.1 million to financial aid and minority recruitment. The Washington Education Association's Association for Higher Education, while generally pleased with the plan, will push for more money for part-timers.

BARGAINING

In a salary reopener for the second year of their first three-year contract, **nonteaching professionals** at New York's Hudson Valley Community College negotiated a 6 percent across-the-board raise plus $60 per unit member. In 1987-88, they'll receive $121 per unit member and a 6 percent raise. Because nonteaching professional tasks are performed by people with various job titles, the Association is looking for information on titles and job descriptions at other institutions. Send your facts to Matthew Kupic, Hudson Valley Non-Teaching Professional Association, Hudson Valley Community College, Troy, NY 12180.

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■ In the past dozen years, the ***typical college student*** has changed almost beyond recognition. Today she's over 35, works full-time, and studies part-time. In fact, only 2 million of the nation's 12 million students live in campus residence halls. Between 1974 and 1984, the number of college students increased 18 percent—but only one in five was in the "traditional" 18-to-24 age group, and the number of part-time college students increased 33 percent.

■ Want a ***nonsexist*** but not cumbersome replacement for *chairman? motherly? career girl?* Want the questions you ask in class—in any subject—to help cut down stereotypes? Some hints are available in a 25-page *Guide to Nonsexist Language and Visuals*, developed at the University of Wisconsin and available for $2 from the UW-Extension Bookstore, 432 North Lake St., Madison, WI 53706.

■ A new program sponsored by the National Institute of Independent Colleges and Universities is urging families to ***plan for college*** early to help make wise decisions, meet requirements, and combat rising costs. The program, "Paving the Way," is endorsed by secondary principals' and college admissions counselors' groups as well as the National PTA and the College Board. It includes a videotape and a checklist of steps to take each year beginning in 7th grade. The final step for 12th graders: "Graduate."

■ The Tunisian union of faculty and scientific researchers thanks education unions around the world, including the NEA, for support in getting its executive secretary released from ***prison,*** where he had served half of a one-year term for "defaming appointed bodies." Still needed: help in getting him reinstated in his position as a professor of sociology at the Technological Institute of Art, Architecture, and Urbanology in Tunis.

■ A new interdisciplinary Regents Center for Science Education at Kansas State University is pulling together faculty in education, science, and mathematics "to make ***science education*** in Kansas schools the best it can be." Drawing on the expressed needs of science and environmental education teachers, the center will encourage innovative methods through the ideas, programs, and materials it offers.

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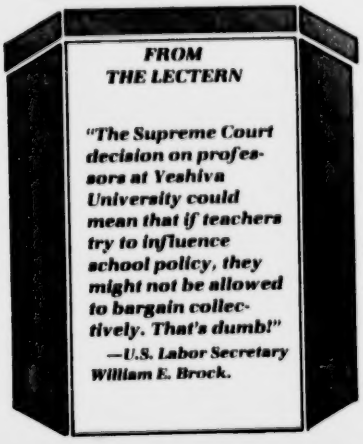

FROM THE LECTERN

"The Supreme Court decision on professors at Yeshiva University could mean that if teachers try to influence school policy, they might not be allowed to bargain collectively. That's dumb!"
—U.S. Labor Secretary William E. Brock.

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January 30, 1987 Volume IV, Number 6

Higher Education Reform

New Policy Statements Highlight NEA Perspective

Last November, the NEA Executive Committee endorsed as policy a set of statements on issues that have arisen from the current movement to reform higher education.

These policy statements were drafted by a seven-member Advisory Group appointed by President Mary Hatwood Futrell last spring and chaired by Professor James M. Davenport of Washtenaw (Mich.) Community College.

These documents, which appear on the pages that follow, are considered an elaboration of existing NEA policy resolutions as adopted by the NEA Representative Assembly over the years. (NEA resolution numbers are cited in the text.)

After each policy statement, the Higher Education Advisory Group listed its programmatic recommendations to the Executive Committee on how these policies could be best effectuated at the local, state, and national levels. Given space limitations and the internal nature of the recommendations, they have not been included in this edition of *The Advocate*. In most instances the Advisory Group called for the redirection of current NEA resources to advance the specific principles listed in the report. In other cases, recommendations with longer-term budgetary implications were referred to the NEA's Budget Committee. (A hearing on the NEA budget is scheduled to take place this March at the upcoming NEA Higher Education Conference in New Orleans.)

The policy statements that follow are offered to the academic community for discussion. Panel sessions at the 1987 NEA Higher Education Conference will focus expert opinion and general discussion on each document. All members of the academic community are encouraged to send their comments and suggestions to the NEA Office of Higher Education (1201 16th St., N.W., Washington, DC 20036).

NEA will also publish a series of more detailed studies and handbooks on several of these and related issues, such as faculty development programs, for use on the state and local levels in public relations, political action, and institutional policymaking. The drafting and circulation of additional statements under the auspices of the NEA Standing Committee on Higher Education and the NEA Executive Committee are also contemplated.

Academic and Intellectual Freedom and Tenure in Higher Education

The National Education Association affirms that academic and intellectual freedom in institutions of higher education are best protected and promoted by tenure, academic due process, and faculty self-governance. Such protection is enhanced by including these items where possible in a collectively bargained contract enforced by binding arbitration.

NEA is concerned that tenure is being undermined by certain invidious patterns of hiring and retaining academic faculty. Examples of these patterns and practices include: the widespread and excessive use of part-time faculty, misuse of temporary contracts, renewable term and rolling contracts, excessive probationary periods, tenure quotas, and post-tenure review procedures. All of these threaten the job security vital to academic and intellectual freedom.

NEA is especially concerned that these practices are often the result, direct or indirect, of improper governmental intervention. NEA believes that the studies associated with the current attempts to reform higher education, especially at the state level, are too often insensitive to academic and intellectual freedom and tenure.

According to the U.S. Supreme Court, academic freedom in institutions of higher education is essential to preserving American democracy. NEA considers intellectual freedom also as a basic right of all citizens, teachers included: In the terms of the 1940 *Statement on Principles of Academic Freedom and Tenure* (which has been endorsed by more than 100 professional and scholarly associations, including the NEA's higher education department in 1950, reaffirmed in 1985):

> Institutions of higher education are conducted for the common good and not to further the interest of either the individual teacher or the institution as a whole. The common good depends on the free search for truth and its free exposition.
>
> Academic freedom is essential to these purposes and applies to both teaching and research. Freedom in research is fundamental to the advancement of truth. Academic freedom in its teaching aspect is fundamental for the protection of the rights of the teacher and of the student in freedom in learning.

Academic freedom also includes the rights of scholars to publish freely the results of their research, to participate in the governance of the institution, to advance in their profession without fear of discrimination and, when necessary, to criticize administrators, trustees, and other public officials without recrimination. College and university faculty and staff should have rights identical to other citizens, including the right to assist colleagues whose academic freedom and professional rights have been violated.

Tenure, academic due process, and faculty self-governance promote stability, continuity, and a scholarly environment on campus. They are critical to protecting academic and intellectual freedom and to enhancing higher education's ability to recruit into teaching individuals who might choose a more profitable career elsewhere.

Tenured status is usually earned after a probationary period not to exceed seven years. Although practices vary, most faculty members are awarded tenure only after rigorous peer evaluation of their teaching, research, and service on specific criteria properly adopted by their programs or department and general criteria adopted by the faculty of the institution. During the probationary period, untenured faculty members should enjoy the same degree of academic and intellectual freedom as their tenured colleagues and be made aware of the specific and general criteria to be applied to their evaluation for promotion and tenure. In this system, any attempt to legislate tenure criteria for an entire state would be inappropriate and counterproductive.

Tenure may be defined as the expectation of continuing, indefinite, or permanent appointment in the institution. It is generally recognized by the courts as a right of property, which under the Fourteenth Amendment cannot be alienated from a teacher except by academic due process appropriate to the institution and for just cause. Academic due process is usually a part of a system of faculty self-governance and evaluation which has been established by faculty by-laws, constitutions, and collective bargaining contracts. The courts have generally accepted a judicial form of due process similar in most respects to legal proceedings before a court of law. In such a proceeding the burden is clearly on the administration to prove beyond reasonable doubt that a tenured faculty member should be dismissed or suffer serious sanction for incompetency or other just cause.

When accompanied by a proper system of faculty self-governance, tenure and academic due process protect the rights of all faculty, tenured or untenured. Tenure does not necessarily impose on a college or university a strict seniority system to be followed if financial exigency requires a reduction in the size of the faculty and academic staff, unless the faculty and administration agree to such a system. The tenure system should accommodate affirmative action goals along with the need for academic integrity of programs and departments. Academic appeals and grievance procedures should exist to eliminate capricious and arbitrary decisions as faculty members exercise the right to challenge tenure and promotion decisions, allegedly based on discrimination.

Today, NEA finds academic and intellectual freedom, tenure, and educational quality being undermined by the excessive use of part-time faculty members. These faculty members are obliged frequently to work for substandard compensation, without job security or recourse to grievance procedures, under conditions which often place at risk the value of the education being provided to their students. NEA reaffirms its previous resolution (E-18) "Misuse of Part-time Faculty," while

linking this problem herein to others confronting higher education.

NEA also views the excessive use of academic appointments on temporary, non-tenure track, and/or multiple long-term contracts as undermining academic and intellectual freedom, tenure, and the quality of our educational institutions. Teachers and scholars who are subjected to lengthy or continuous probationary status are less likely ever to exercise freely their rights as citizens and as teachers.

NEA also sees tenure quotas (arbitrary limits on the percentage of faculty who hold tenure) as having a negative effect on the academic environment of an institution. Tenure quotas, disguised as higher standards for earning tenure, tend to have a debilitating effect on the entire faculty. While NEA supports all proper efforts for an institution to seek and maintain academic excellence, it decries negative decisions on tenure motivated primarily by a desire to retain budgetary "flexibility." Such policies damage the morale of the continuing faculty as surely as they destroy the ideals and aspirations of their victims.

Academic excellence and rejuvenation of the faculty may be enhanced by a variety of means without weakening the tenure system. Faculty development plans designed to encourage professional growth should be encouraged.

Institutions may develop, with appropriate faculty participation, early retirement plans. Institutions may implement programs to retrain faculty members to teach in other areas or to fulfill other important roles at their institutions. These options should be implemented only through joint action by the appropriate representative of the faculty and the governing board.

NEA encourages faculties, administrators, students, and governing boards to work within the current tenure system when confronting the challenges, opportunities, and adversities of this and future decades. To do so will require leadership and creativity throughout all postsecondary educational institutions by all concerned.

Teacher Education Reform

The statement below differs in one important respect from the others contained in this report. The Advisory Group to the NEA Executive Committee on the Reform of Higher Education did not intend this paper on Teacher Education Reform to be considered comprehensive or definitive in any respect. The training, certification, and licensure of teachers is an extremely complex issue involving most aspects of the public school system. This paper should be considered only a beginning, a series of recommendations about how to proceed, and a list of subtopics to be considered from the perspective primarily of liberal arts faculty members at the four- and two-year college levels. Although the Advisory Group had the advantage of a report from a group of teacher educators, no member of the Advisory Group is a member of a college of education faculty. The Advisory Group is most concerned, of course, with the potential ramifications of teacher education reform on the jobs and terms and conditions of employment of its colleagues in colleges of education.

After reviewing and considering the various reports and institutional recommendations on the reform of teacher education, and after hearing presentations from staff representatives of NCATE and AACTE, the Advisory Group to the Executive Committee on Reform in Higher Education affirms its initial conclusion that:

> the reform of teacher education is a K- G [kindergarten through graduate school] issue and is an integral part of the general issue of reform in higher education.

The Advisory Group had the advantage of a report from a special working group of teacher educators and other Association members. This report was authorized by the Executive Committee upon the request of this Advisory Group.

This special working group endorsed the concept that the reform of teacher education is a K- G issue that should involve representatives of faculties of colleges of education, other higher education faculty members, K-12 practitioners, and representatives of other constituencies in the Association.

After considering the working group's report, and other presentations and material, the Advisory Group makes the following six recommendations to the Executive Committee:

1. That the substance of the 1982 NEA Action Plan (Excellence in Our Schools. Teacher Education: An Action Plan) be recast or rewritten as.a document similar in format to the Holmes and Carnegie reports so that it will be more useful for public distribution and discussion. This revision should be developed by NEA K-12 practitioners, teacher educators, other higher education faculty members, and representatives of other sectors of the educational community. It should explain why professional teacher preparation is essential at the undergraduate level. It should strengthen the Action Plan's emphasis on the preparation of teachers as full, active, and important participants in decision-making in the nation's schools.

2. That NEA continue to advocate and develop programs that bring together K-12 and higher education personnel (practitioners, teacher educators, and arts and sciences faculty members) in joint projects promoting understanding of the respective mission and goals of each, which may include coordination of curriculum and ways to lower attrition rates at all levels of education.

Examples of such collaboration are:

a. the establishment of teacher education advisory councils at each higher education institution involved in teacher preparation that would include K-12 classroom teachers, teacher educators, and faculty members from other disciplines

b. the creation of seminars and workshops for cooperating teachers and teacher educators

concerning their respective roles and functions in working with student teachers

c. the formation of joint committees of K-12 and college teachers from various disciplines to work on coordinating the K-G curriculum, coordinating the selection of texts and classroom materials in an effort to eliminate unnecessary repetition and enhance the learning experience.

3. That NEA increase its public efforts, including greater use of the media, to help attract and recruit, even at the high school level, the best students into teaching. NEA must appeal to their idealism, while continuing its efforts to raise entry-level teacher salaries to competitive levels, which is the greatest single way to attract qualified students into teaching.

Furthermore, NEA should promote other ways of encouraging students to consider teaching as a career, such as reinstituting federal and creating state student loan progams with forgiveness provisions for teaching experience and scholarships to talented students with financial needs. These programs will be extremely valuable in attracting minority students into college and the profession.

4. That while NEA's intention to participate in the development of a voluntary national certification board is correct and positive, NEA should continue to urge its state affiliates to work for stronger state-level certification/ standards boards and thereby resist efforts to place uncertified and unqualified teachers in classrooms as a way of contending with the projected shortage of teachers.

5. That NEA continue to support NCATE and state program approval as a check and balance to national certification and state license procedures. (See the statement on "Accreditation in Higher Education.")

6. That NEA promote the concept that the form, content, and length of teacher preparation programs should be decided at the institutional level with sufficient faculty involvement in decision-making and with appropriate participation by K-12 practitioners. Such programs should be flexible enough to attract students from a variety of backgrounds and should also afford adequate career development opportunities for those involved.

The Advisory Group reports that the special working group recommended intensified efforts to recruit student members into the Association. The Advisory Group, while endorsing the intent of this recommendation, recognizes that in most respects such a campaign is underway at the present time.

In conclusion, the Advisory Group recommends that NEA provide appropriate assistance to its state and local affiliates to contend with the potential impact of the teacher reform movement and the ensuing legislative initiatives. It advises that any group within the Association charged to work in this area be directed to develop or elaborate policies and strategies in the following areas:

a. workload and the terms and conditions of employment of instructional faculty

b. recruitment of minority teachers at all levels of education (K-G)

c. internal governance and collective bargaining procedures in periods of significant modification of academic program

d. in-service and other forms of continuing education and career development for teachers

e. national certification of teachers

f. higher standards within states for teacher training, certification, and licensure.

Proposal To Continue and Expand NEA Programs on School-College Partnerships

In studying the current national discussion on reform and excellence in American higher education, the Advisory Group has been impressed by the numerous references to the K-12 experience. In almost every instance, the reports and meetings on the state of American higher education begin with a discussion of the K-12 educational experience. The Advisory Group vigorously supports the concept of NEA as a K-G organization and urges NEA to respond to the current debate on educational reform and excellence from a K-G perspective.

The Advisory Group was delighted by President Futrell's speech to the National Association for Equal Opportunity in Higher Education (NAFEO). We were excited by her statement pledging "support of the NEA for programs of collaboration between NAFEO member institutions and public schools." We, too, support the notion of "collaboration between public schools and colleges as required to identify disadvantaged students at an early age and to provide constantly for the help they require as they move from school to college."

Therefore, the Advisory Group recommends that NEA resume the IPD activity 1.44 Title: Strengthening the School and College Relationship. The Advisory Group believe these partnerships are ideal, positive vehicles for increasing the visibility of NEA and its state affiliates in educational reform from a K-G perspective, while affirming that re-establishment of this program should not preclude other appropriate NEA activity in this area.

Access, Remediation, and Retention in Higher Education

The Advisory Group to the Executive Committee on Reform in Higher Education believes it to be a basic right of all Americans to have access to free public education from preschool through graduate school. The Advisory Group underscores NEA's stated belief that "the priceless heritage of free public educational opportunities for every American must be preserved and strengthened." (Resolution A-2, 69, 85) The Advisory Group also supports NEA's call for "access to collegiate programs for all qualified students without regard to age, sex, race, military registration status, or ability to pay." (Resolution B-6, 80, 86)

Public expenditures for education must be considered an investment in the future of this nation. There is no justification for excluding minorities and the disadvantaged from the mainstream of American education. This nation is witnessing the growth of an underclass, trapped in poverty and ignorance, a situation contrary to the spirit and soul of democracy. To reverse this development will require affirmative and aggressive social and educational programs designed to identify and motivate "at-risk" students and provide them with access and support programs.

In order to guarantee access to the maximum number of students who could benefit from collegiate instruction and to increase the chances of their fulfilling their academic potential at the collegiate level, the Advisory Group recommends that NEA adopt the following policies and programs:

1. Partnerships and coordination between K-12 and higher education faculties should be encouraged to facilitate the successful transition of students from the secondary to the collegiate level; examples of such partnerships should include the development of special programs for "at-risk" students, coordination of curricula, and early identification and assessment of students with remedial needs.

2. Educational goals and remediation programs at all higher education institutions should be developed, implemented, and evaluated by appropriate teaching personnel; remediation should occur in institutions where the problem exists.

3. Adequate and appropriate programs should be provided to ensure that all students have an opportunity to acquire the skills necessary to gain admission and succeed in all postsecondary education programs.

4. Remediation programs should enjoy full-funding at the postsecondary level but not be accorded degree-credit status.

5. Remediation programs in higher education should be staffed by regular, full-time faculty, who have appropriate expertise in remediation and developmental education and who participate fully in institutional governance and enjoy basic benefits accorded to all other faculty members.

6. The Advisory Group wishes to reiterate several policies recommended in its proposed statement on "Student Assessment Programs":

a. that remedial programs should be provided to meet deficiencies identified through assessment programs

b. that NEA supports assessment programs only if they are accompanied by adequate funding for remedial programs

c. that assessment programs should include methods for linking the remediation of individual students to their completion of a degree, certificate, or other appropriate course of study

d. that any program should be flexible enough to accommodate economic, cultural, and linguistic diversity among students in all colleges and universities.

7. To increase retention rates, remediation programs in higher education should include adequate academic counseling and other support programs that increase a sense of belonging at the institution for the "at-risk" student.

Student Assessment Programs in Higher Education

The Advisory Group to the Executive Committee on Reform in Higher Education takes note of the recent interest in student assessment and "value-added" programs by various commissions studying higher education and the passage of state legislation requiring student assessment. The Advisory Group believes that student assessment programs, properly designed and administered, can be crucial tools for diagnosing student and institutional needs, improving instruction and counseling services, and developing long-range plans. The Advisory Group recommends that NEA adopt the following policies:

1. Any student assessment program should be institutionally designed rather than state designed.

2. The faculty should be responsible for the planning, designing, and implementing of any assessment program within their institution.

3. The implementation of assessment programs should be in accordance with collective bargaining contracts where such contracts exist.

4. Remedial programs should be provided to meet deficiencies identified through assessment programs.

5. NEA supports assessment programs only if they are accompanied by adequate funding for remedial programs.

6. Assessment programs should not be used to deny access to, or exclude students from, educational opportunities.

7. Assessment programs should provide tests appropriate for students with identified learning disabilities.

8. Assessment programs should be flexible enough to accommodate economic, cultural, and linguistic diversity among students in all institutions of higher education.

9. Assessment programs should not rely on any single test to deny students access to regular credit courses.

10. Assessment programs should include methods for linking the remediation of individual students to their completion of a degree, certificate, or other appropriate course of study.

11. NEA does not support the use of student assessment programs for the purpose of evaluating faculty, academic programs, or institutions.

Proposed Statement: Evaluation of Faculty

As members of collective bodies and as part of their professional responsibilities, faculty members are often called upon to make formal recommendations on the status of their colleagues in respect to:

1. Initial appointment to the faculty
2. Reappointment during the untenured period
3. Promotion in professional and salary rank
4. The award of a tenured or permanent appointment at the institution.

Procedures involving the evaluation of faculty are established and maintained through faculty governance processes, especially through collective bargaining. (See Resolution B-8, "Evaluation and Promotion in Higher Education" and "Statement: Faculty Governance.")

Faculty bodies also establish and implement procedures for awarding sabbaticals, research support, and other awards and perquisites. Traditionally, procedures for evaluating the teaching, research, writing, and service of faculty members involve other faculty, both within and outside of the institution, with appropriate expertise in the discipline. Faculty members are evaluated constantly in numerous ways during their careers by their colleagues, administrators, students, and other appropriate groups. Faculty evaluation systems are designed to encourage faculty members to improve the quality of their teaching, research, and service by suggestions and recommendations based on qualified, expert advice.

Recent attempts to impose periodic post-tenure review systems at some institutions are thinly veiled attempts to undermine the tenure and due process system. Any system that tends to switch the burden back to tenured faculty members to demonstrate their worthiness should be treated as the first step in undermining their tenure. Faculty development programs are designed to assist faculty members to remedy *bona fide* deficiencies by providing ways and means to improve their methods, update their knowledge, and replenish their enthusiasm.

Recommendations on the status of colleagues made by faculty bodies, while normally accepted by the administration, are the responsibility of the administration as to the adequacy of the consideration, the propriety and fairness of the procedures, and the ultimate decision emerging from the process. Appeals against decisions arising from these procedures are lodged, therefore, against the administration and not against the faculty body making the recommendation. At some institutions these latter procedures have been replaced in whole or part and/or are subject to review by a contractual grievance and arbitration system negotiated by elected representatives of the faculty.

(This statement is linked directly to the proposed statements on: "Academic and Intellectual Freedom and Tenure" and "Faculty Evaluation." The programmatic recommendation that applies is the creation of a subcommittee of the Standing Committee on Higher Education to study the question of faculty evaluation in higher education, as proposed in the "Statement on Academic and Intellectual Freedom and Tenure.")

Professional Compensation and the Finances of Higher Education

The National Education Association insists that compensation levels in institutions of higher education, as for K-12 faculty, be sufficient to attract outstanding individuals into teaching, scholarship, research, and service. (See Resolution E-5.)

NEA is alarmed by the fact that between 1971 and 1985 the salaries of higher education faculty fell by 17 percent compared to those of similar professionals, and that this decline has had an adverse and severe impact on the morale of academic professionals across the country.

Institutions of higher education, like school districts, compete with the government and private sector for outstanding college graduates and those holding advanced degrees. Although several states have made serious efforts to remedy this crisis in compensation, many other states have been unwilling or unable to begin restoring faculty compensation to competitive levels. Some of these states are currently suffering the loss of outstanding teachers and scholars to private institutions, other states, and business and industry.

NEA is also aware of growing salary differentials

among faculty members in various academic disciplines, especially at the four-year college and university levels. Competition for faculty in mathematics, engineering, law, and computer science is especially acute. Although NEA recognizes that each institution feels compelled to compete actively to fill vacant positions with the best possible candidates, it calls on these institutions to recognize that:

1. Clearly stated salary levels and structures, developed through collective bargaining contracts, over the long term will reduce tensions on campus, promote harmony, and improve morale among members of the academic community. These contracts afford stability, consistency, and a controlling influence on salary distribution along with a mechanism for making adjustments when necessary and appropriate.

2. Faculty salaries in certain disciplines are being driven up by market factors and by shifts in student registrations. As in the past, these factors and student interests may change, leaving anomalies in the patterns of campus salary distribution. Therefore, adjustments in salary levels and structure because of these factors should be made with restraint and with concern for equity and the probability of external changes in the future.

3. Significant salary differential among disciplines and professional groups on a campus will have a negative effect on faculty morale and reduce the pressure for overall salary increases.

The Association also views with alarm data indicating that the salaries of women and minority faculty members continue to lag behind those of white males when all other factors are substantially similar, and that professional groups which are predominantly women, such as librarians and teaching nurses, are underpaid when compared to similarly situated groups of males. NEA calls on the states and institutions to rectify these situations immediately.

The Association is also aware that in higher education, as in public schools, the number of personnel retiring is projected to increase dramatically during the next decade. This loss of personnel will be accompanied by a brief period of enrollment growth in the mid-1990's, thus increasing further the demand for new staff. As in K-12 education, the NEA opposes stop-gap measures to fill these vacancies.

NEA especially decries the misuse and exploitation of part-time personnel and other false economies. Every effort should be made to fill higher education positions with full-time, professional appointees with the credentials and experience needed to sustain viable academic programs. Part-time staff may be appointed to give the institution an appropriate level of staffing flexibility (i.e., to meet last-minute enrollment changes). Part-timers, however, should not be hired by institutions primarily to reduce the size of their regular, full-time faculty or support staff. Although such staffing patterns may reduce personnel costs, they may undercut professional salaries for full-time staff and may place at risk the quality of academic programs.

The NEA joins the Carnegie Commission in urging state legislatures and the federal government to continue to invest in education—at all levels—to maintain the economic and social growth of this nation. To a large extent education has produced and sustained this growth, a fact becoming more apparent each day as science and technology grow more essential to the ability of this nation to compete in the world market. Public funds expended for education, research, and services must be considered an investment in the economic future of this nation.

The gains made in funding higher education should not be undercut by reducing funding automatically and drastically because of real or projected enrollment declines. In fact, it will be necessary to increase expenditures in certain areas. For example, providing access and remediation for more disadvantaged students will require additional funding, as will the acquisition of the talent and equipment necessary to continue scientific and technological research. Undoubtedly, the recruitment of minorities to academic staff positions after graduate training will require funding supplements as their salaries are driven up by market factors. Furthermore, the current impetus for quality in all levels of education will require an increase in per student public expenditure on higher education, although the overall amount expended on higher education in this country may remain constant.

The NEA endorses and will work for access to free public education from preschool through graduate school. Current tuition fees are too high and, at a minimum, should be decreased. Above all, tuition increases should be avoided, since these only decrease enrollments, especially among those segments of the population least able to meet rising costs. Increases in tuition must be accompanied by increasing student aid grants, rather than by increasing the debts of students through loan programs. Increased appropriations at the state and federal levels will be absolutely necessary.

NEA calls on its state affiliates to work to implement these policies in order to ensure that educational personnel at all levels and in all types of institutions be afforded levels of compensation befitting them, their role and purpose in our society. Adequate funding for higher education will require a renewed, long-term commitment on the part of state and federal government. Higher education must not be seen as a luxury, as something reserved for the elite in our society, but as the means by which most social, economic, scientific, technological, and even philosophical problems confronting our society may be resolved—now and in the future.

Graduate and Professional Education

The NEA believes that our national well-being is dependent upon the expansion of the highest quality research and teaching in our professional and graduate schools and the recruiting and training of scientists, doctors, teachers, engineers, and other professionals.

The NEA is extremely concerned that the present decline in federal, state, and institutional support for graduate and professional training will have long-term negative consequences for our global position in education and technology.

High-level education for our nation's best minds has a practical and ongoing benefit not only for our country, but for the world. Highly trained scientists and scholars have contributed in untold ways to our economic and social well-being. Breakthroughs in our universities have led to improved health care and a better life for millions. In addition, access to high-level graduate training for many thousands of American students has been instrumental in fueling and maintaining our nation's economic growth and our international competitiveness for several decades.

Currently, graduate and professional education is in trouble:

1. The increased cost of graduate education combined with the erosion of financial aid means fewer and fewer students are willing or able to undertake it. In particular, minority and economically disadvantaged students are denied access to the professions.

2. Graduate and professional programs, especially in the sciences and engineering, have been unable to attract and retain women and minority students and faculty.

3. Lack of funding at the institutional, state, and federal levels means that programs do not have laboratory equipment, library holdings, or other resources adequate to support high quality programs.

4. Decisions affecting graduate and professional programs are not made by academic personnel as part of a rational planning process. As a result, programs are academically limited or are distorted by the inappropriate intervention of political or funding agencies.

In order to ensure excellence in our graduate and professional schools, the Advisory Group recommends that NEA pursue the following policies and goals:

1. That economic status should never be a bar to the acquisition of graduate or professional education. Eventually, the entire public educational system should be free of cost to the student. As an interim measure, NEA should support the development and funding of grant and loan programs to guarantee access to all qualified students, particularly women and minorities.

2. That there should be adequate support to upgrade research laboratories and libraries at graduate and professional schools.

3. That adequate enrichment programs for faculty development be provided.

4. That the federal government provide primary support for graduate and professional education.

5. That cooperative programs between graduate and professional schools and the private sector for financial support and cooperative research be encouraged. These programs should be controlled by the faculty to ensure consistency with the goals and missions of the appropriate department.

6. That adequate public support be provided for the continuing assessment of conditions of graduate and professional training, especially in the areas of teacher training. (See statement on the Reform of Teacher Education.)

Research in Higher Education

Current reform reports on higher education quality have stressed the importance of teaching as a mission of higher education institutions. The Advisory Group recognizes and wishes to reaffirm the critical importance of teaching at the postsecondary level. It feels that NEA currently has sufficient policy statements in this area. However, it is necessary for NEA to reaffirm the importance of research at institutions of higher education and to assure an adequate flow of research funds to postsecondary institutions through federal, state, and private sources.

The Advisory Group has identified a number of problems that need to be addressed:

1. The general decline in funding for higher education has been absorbed partially by deferring the maintenance or purchase of research equipment and failing to maintain first-rate research libraries.

2. A common complaint in institutions where publication is valued highly is that faculty assignments and support are not proportional to administrative expectations and rewards. In particular, job assignments often make little or no provision for research time, and teaching loads remain high even where research is a primary expectation. Likewise, many faculty who are expected to do research receive relatively little support in research funding, library and computer usage, travel funds, assistants, and released time.

3. There is a practice at research institutions to assert full or partial ownership of the products of research, including inventions, patents, royalties, and even copyrights, without consultation with and agreement of the faculty member.

4. Increasing pressure for accountability and control from government and industrial sponsors, restrictions on funding sources, and public pressures about controversial research have generated growing threats to the academic freedom of researchers.

To contend with these concerns and to improve NEA's ability to organize in higher education institutions, the Advisory Group recommends that the Executive Committee consider the adoption of the following statements as NEA policy.

1. Academic research is of great and fundamental importance to our society. Research funding must be increased at all levels, but especially by the federal government and in such woefully underfunded areas as education, social sciences, the humanities, and the arts. Additional funding should be provided to assure adequate

dissemination of research findings, particularly in the area of pedagogy.

2. Academic freedom for researchers must be maintained. The development of human knowledge is of too great importance to make it subservient to the political interests of government or the economic interests of industry. Only the faculty collectively should impose appropriate guidelines and restrictions on military or morally sensitive research or on research in areas affecting public health and safety. Researchers have a moral responsibility to understand the political and social implications of their research. Classified research and the restriction of publication are generally antithetical to the very idea of academic freedom and should be tolerated only under guidelines developed by the faculty.

3. Differential awards for research are permissible only where the degree and procedures of such rewards are developed by the faculty collectively and where resources are allocated and teaching loads reduced in proportion to the research expected. Evaluation, tenure, promotion, and compensation should be consistent with the teaching, research, and service responsibilities assumed by the individual faculty member.

4. The products of research belong to the researcher. Where an institution contributes significantly to the cost of developing a commercially valuable product, guidelines should be developed by the faculty for compensating the institution for its costs.

Accreditation in Higher Education

The Advisory Group to the Executive Committee on Reform in Higher Education finds it distressing that the various national reports on the state of higher education virtually overlooked the role of accreditation. The Advisory Group believes that the accreditation process can be extremely useful in maintaining the integrity of American higher education. Therefore, the Advisory Group recommends that NEA adopt the following policies and programs:

1. The NEA supports accrediting bodies (regional, state, national, discipline) which recognize and promote substantial participation of faculty in the entire accrediting process (for example, the National Council for Accreditation of Teacher Education).

2. The NEA believes that, in order to protect institutional diversity and autonomy, accrediting agencies should not become a means for imposing standardized curricula, assessment models, or pedagogical methods on higher education institutions.

3. The NEA recognizes that accreditation should be a process whereby programs, facilities, faculty, and administrators are reviewed for the purpose of supporting the learning opportunities of students.

Curriculum Reform

The NEA Advisory Group to the Executive Committee on Reform in Higher Education believes that current efforts at curriculum reform which involve changes in the shape and nature of the baccalaureate degree must incorporate standards of excellence and new skills, knowledge, and understandings to help prepare students for the future. No effort at reform can succeed without adequate support for the faculty who have primary responsibility for the curriculum, nor can it succeed unless it addresses the needs of a diverse student population.

In the past two years, more than 80 percent of American colleges have engaged in some form of curriculum revision. In the debate over undergraduate education, conflicting goals have emerged. Some, like mastery of basic skills, active participation in the learning process, in-depth study, critical thinking, understanding of a discipline's characteristic methods, and a coherent course of study, are consistent with NEA principles. Others, masked in a concern for traditional academic values, are in opposition to basic NEA principles of faculty control, equal access to quality education for all students, and multicultural understanding.

Many recent official discussions of the curriculum date its decline to the educational ferment of the late 1960's and 1970's, that is, to the moment when women, Afro-Americans, Native Americans, and others began analyzing the limitations of the traditional curriculum and demanding the incorporation of their perspectives and experience into the dominant version of knowledge. Any effort at curriculum reform now must accept the positive results of that ferment—a reinvigoration of scholarship and an opening up of the academy to new kinds of students whose realities forced a new comprehension of the arts and sciences. Tradition—a common body of intellectual reference—must be balanced by innovation.

Given these considerations, the Advisory Group asks the Executive Committee to recommend the following list of items for adoption as NEA policy:

1. The curriculum must express the goals and mission of individual institutions, addressing the needs of its students and the particular strengths of its faculty.

2. In designing the college curriculum the faculty should take the responsibility to ensure that it is suited to the needs of a multiethnic, multicultural society.

3. Periodic review of the curriculum should take place within institutions under the guidance of faculty representing various disciplines after consultation with students, staff, and administration.

4. Teaching and development of undergraduate curriculum are a major part of the faculty's role. Those faculty involved should be adequately rewarded for these activities.

5. General education courses, which are part of the

core curriculum, must not be relegated to exploited junior and/or part-time faculty, or to graduate assistants.

6. Major curriculum revisions at colleges and universities should involve consultation with faculty members at other educational institutions affected by the changes.

7. Any undergraduate curriculum should be flexible enough to allow access for different kinds of students (adult learners, students who must work, part-time students, transfers, and other nontraditional students).

Proposed Statement: Vocational Education

In light of the report of the NEA Special Committee on Vocational, Technical, and Practical Arts Educators, the Advisory Group recommends to the Executive Committee of NEA the following policy statement regarding *postsecondary* vocational education.

Text of Proposed Statement

NEA believes that postsecondary vocational education is a legitimate and equal component in the mission and function of colleges and universities. Vocational education should be viewed as neither superior nor inferior to other educational functions.

During the past quarter century, higher education institutions, particularly community colleges, have developed and implemented extensive vocational education programs. Enrollment in these programs has constituted a significant portion of total student enrollment in community colleges. Enrollment in vocational education programs at four-year higher education institutions has steadily increased. This growth in postsecondary vocational education, while serving an increasing need for specialized instruction in highly technical areas, has been accompanied by problems and abuses which threaten the integrity and quality of this type of education. The Advisory Group brings five of these problems to the attention of the Association.

1. *Education Goals*: In an era of rapid technological change, it is important that vocational education students develop general literacy and computational skills as well as specific job skills. They should be exposed to general education as well as vocational courses.

2. *Contract Education*: An increasing number of colleges have contracted out the instruction of vocational courses to private corporations and agencies. NEA believes that this practice should be curtailed, that all instruction should be controlled by the faculty of the college or university, and that all vocational programs should be administered within the established governance procedures of the institution.

3. *Faculty Qualifications*: NEA believes that the qualifications of vocational education faculty must be determined should at the institutional level and that each institution should establish appropriate criteria for faculty positions, including minimum educational and practical experience. The minimum for all vocational education faculty should normally be the baccalaureate degree.

4. *Transfer Programs*: Vocational education programs are offered predominantly in community colleges. These programs are designed primarily as terminal programs leading to the associate degree, certification, or other vocational degree; i.e., as a nurse or x-ray technician. NEA believes that greater attention, however, must be given to establishing programs to facilitate transfer of vocational students from community or technical colleges into baccalaureate programs at the four-year level, if they decide to seek this option. Such programs would require more flexible curricula, greater coordination between two-year and four-year institutions, more general education courses, and improved counseling for vocational students.

5. *Funding*: NEA believes that the quality of vocational education programs depends in part upon the ability of faculty and students to work with the most current technology in their field of study. Vocational education programs must be supported, therefore, by institutional investment in technical equipment. The purchase and maintenance of such equipment should not be limited by budgeting procedures dependent on enrollments.